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# Report of the Secretary-General on the situation in Somalia

## I. Introduction

1. The present report is submitted pursuant to the statement by the President of the Security Council of 31 October 2001 (S/PRST/2001/30), in which the Council requested me to submit reports at least every four months on the situation in Somalia and the efforts to promote the peace process, as well as to operative paragraph 13 of Security Council resolution 1872 (2009), in which the Council requested me to take the steps identified in paragraphs 82 to 86 of my report of 16 April 2009 (S/2009/210) and to report on progress. The present combined report provides an update on major developments in Somalia since my reports of 20 July 2009 (S/2009/373) and 2 October 2009 (S/2009/503), and assesses the political, security, human rights and humanitarian situation, as well as progress made in implementing the three-phased incremental approach set out in my April 2009 report. It also covers the operational activities of the United Nations and the international community's counter-piracy efforts further to my report of 13 November (S/2009/590).

## II. Main developments in Somalia

### A. Political developments

2. The Transitional Federal Government continued to consolidate and expand its support base on three fronts. First, the Government intensified efforts to expand its support base among the main opposition groups in Mogadishu; secondly, the cooperation between the Government and Ahlu Sunna Wal Jama'a (ASWJ) was consolidated; and thirdly, the Government commenced an in-depth review of its relationship with the "Puntland" regional authorities. An increasing number of elements from the armed opposition have renounced violence and opted to work for peace in partnership with the Government. This includes the defection of Mohamed Faruq and Ali Hassan Gheddi, two senior Al-Shabaab operatives, together with some 550 fighters, indicating growing divisions within Al-Shabaab.

3. The Transitional Federal Government continued to lack adequate and regular resources to assist those defecting from the insurgent groups. By 30 November, it had received $5.6 million out of the $58 million pledged in Brussels in April 2009, of which $3 million was directly disbursed to its account managed by



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PricewaterhouseCoopers, the accounting firm it had hired to improve its financial accountability, while $2.6 million was paid as stipend to the Somali security forces through the African Union.

4. Further to the cooperation agreement signed between the Transitional Federal Government and ASWJ on 21 June 2009, the two are currently exploring modalities for the implementation of political and military cooperation, including power-sharing. My Special Representative is supporting the full implementation of the cooperation agreement signed on 23 August between the Government and "Puntland" authorities, which covers political cooperation, including locating the Independent Federal Constitutional Commission in "Puntland", and security cooperation, notably in the area of counter-piracy.

5. In a sign of improved functionality, the Transitional Federal Government finalized its budget estimate for July-December 2009 at $55.2 million and forecast $110.4 million in expenditure for 2010. The salaries of national security forces account for half of the budget, with the remaining funding allocated to the Transitional Federal Institutions. Eighty per cent of the budget is reliant on external assistance, with the rest funded from revenue generated mainly by Mogadishu seaport and airport. The lifting of a ban by Saudi Arabia on the importation of livestock from Somalia was hailed by the Somali cabinet, livestock farmers and the business community as a measure that will contribute to increasing Government revenues.

6. The Transitional Federal Government is working on a stabilization programme based on the political, social and development priorities identified for implementation during the remainder of the transitional period. In addition, the Government is working to manage the security challenges that have prevented the Transitional Federal Parliament from operating more effectively. The Parliament reconvened on 21 December 2009, after being unable to meet for four consecutive months due to the absence from Somalia of several members of Parliament. The cabinet approved both the appointment of Mohamed Omar Farah as Chief Judge of the Somali Supreme Court and the replacement of its senior military and police leadership in an attempt to shore up its internal security apparatus. Colonel Mohamed Gelle Kahiye was appointed as the new military commander, and General Ali Mohammed Hassan took command of the Somali Police Force.

7. An important development that may encourage other countries to re-establish a presence in Mogadishu is the decision taken in late October by the Government of Djibouti to reopen its Embassy in Mogadishu, which had been closed in 1991. On 1 November, President Sheikh Sharif Sheikh Ahmed received letters of credence from the new Ambassador of Djibouti.

8. In "Somaliland", tension escalated in early September after the National Electoral Commission announced a postponement of the presidential election that had been scheduled to take place on 27 September. This was the fifth deferral of the ballot, which had initially been planned for April 2008. The resulting tension eased with the extension for one month of the terms of the President and the Vice President and with the signing on 30 September of a memorandum of understanding between the ruling party, the United People's Democratic Party, and the two opposition parties, Kulmiye and the Justice and Welfare Party. The memorandum, mediated by Ethiopia and the United Kingdom of Great Britain and Northern Ireland, outlined the steps to be taken towards the holding of the

presidential election. Under the memorandum, the three political parties agreed to postpone the elections pending the completion of the voter registration, to advance the presidential poll ahead of local council elections, to establish a new local National Electoral Commission; and to establish a technical committee responsible for implementing confidence-building measures and for facilitating a consensual approach to future problems. I am pleased to note that the parties have moved forward and that new members of the Commission were sworn in on 28 October.

9. The political situation in the autonomous region of "Puntland" remained generally calm, despite violent incidents linked to inter-clan fighting, along with abductions and assassinations. The "Puntland" authorities have commenced a programme aimed at accelerating prosecutions of suspected pirates.

10. The constitution-making process for Somalia gathered pace in mid-October with the reconstitution of the Independent Federal Constitutional Commission and the doubling of its membership to 30, including six women commissioners. The consortium of international partners re-launched capacity-building programmes and partnered with the Ministry of Constitutional and Federal Affairs to develop an action plan that will guide the constitution-making process over the next three months. An induction course, involving the Commission, a delegation from "Puntland" and members of Parliament, is scheduled to take place in Djibouti.

11. The International Contact Group on Somalia continued to mobilize support for the reconciliation process. Following a 23 September meeting convened on the margins of the General Assembly at the request of Prime Minister Odinga of Kenya and Foreign Minister Frattini of Italy, the Group convened an informal working session in Brussels on 29 October, hosted by the European Union presidency and the European Commission. Prime Minister Sharmarke urged donors to ease some conditionalities inhibiting the flow of assistance to the Transitional Federal Government, whereas international partners asked for further policy inputs from the Government to map the way forward in the implementation of the Djibouti Agreement and in the execution of the transitional tasks.

12. A meeting of the International Contact Group, hosted by the Organization of the Islamic Conference (OIC), took place in Jeddah, Saudi Arabia, on 17 December. The Government presented its strategy for 2010 on: (a) reconciliation and outreach; (b) security; (c) holding of an international conference on recovery and reconstruction; and (d) coordination mechanisms between the Government and the international community. The International Contact Group reiterated that the Djibouti process remained the framework within which all international efforts should be undertaken. It urged the international community to extend practical, and where possible, direct support to the Government. The Contact Group further called on the international community to provide coordinated, timely and sustained assistance to build the Somali security institutions, including by helping to pay stipends to trained recruits. During the meeting, OIC announced its intention to open an office in Mogadishu in January 2010 and to implement humanitarian and recovery activities in an amount of $50 million. Lastly, the Contact Group agreed to hold an international conference on recovery and reconstruction in the near future, as specified in the Djibouti Agreement.

13. During the reporting period, President Sharif made several visits abroad as part of his efforts to generate financial resources pending the release of the funds pledged in Brussels. On 25 September, in his address to the General Assembly in

New York, President Sharif renewed his appeal for urgent assistance to the Transitional Federal Government and outlined the priorities of his Government: improving the security situation, promoting reconciliation and facilitating the delivery of humanitarian assistance. The President also visited the United States of America, Kuwait and Yemen, where he briefed authorities on his Government's efforts to bring peace and stability to Somalia. He reaffirmed his Government's commitment to continuing to engage in dialogue both with the political opposition and with the armed groups.

14. In his efforts to engage the Somali diaspora, President Sharif visited Minnesota, Ohio and Illinois, which host the largest Somali communities in the United States. He held meetings with a cross section of the Somali community and addressed a mass rally.

15. As part of the United Nations engagement for peace in Somalia, the Under-Secretary-General for Political Affairs, B. Lynn Pascoe, visited the region from 21 to 23 October. In talks with the Presidents of Kenya, Burundi and Uganda, he discussed the way forward in promoting stability and national reconciliation in Somalia. The Under-Secretary-General reaffirmed the strong commitment of the United Nations to supporting the Transitional Federal Government and the African Union Mission in Somalia (AMISOM). In Nairobi, he met with the Prime Minister of Somalia. During a separate meeting in Nairobi with representatives of the diplomatic community and the United Nations country team, the Under-Secretary-General expressed the fact that he deplored the low level of international assistance provided to the Government and the significant delay in the release of funds pledged at the Brussels conference.

## B. Security situation

16. Insecurity remained widespread throughout Somalia. On 3 December, a terrorist attack was launched during a graduation ceremony for medical students being held at a hotel in Mogadishu. Reports indicate that at least 23 people were killed, including three cabinet ministers as well as graduating students and journalists. In addition, faculty members, parliamentarians and family members of the students were wounded. On 3 December, the Security Council held emergency consultations and issued a presidential statement (S/PRST/2009/31) condemning the terrorist attack, urging a thorough investigation and calling for the perpetrators to be swiftly brought to justice.

17. In October, on two separate occasions, insurgent groups launched mortar attacks on the aircraft transporting President Sharif. Tension in Mogadishu between Al-Shabaab and Hizbul Islam led to increased clashes between the two groups.

18. Clashes in Mogadishu continued to restrict the ability of the international community to fully implement critical humanitarian programmes. In Bay and Bakool, Al-Shabaab continued to prevent the return of a United Nations presence, insisting that a memorandum of understanding be signed and that registration fees, amounting to several thousand dollars for each United Nations agency, be paid prior to re-entry. This led to disruptions in the presence of international staff from the World Food Programme (WFP) and World Vision, but programmes continued under the supervision of national personnel.

19. While Mogadishu remained the focus of the insurgency, fighting occurred in other parts of the country, especially in Beledweyne and Kismayo, as well as in Gedo and Bakool regions. The northern regions of Galgaduud and Mudug remained tense, with numerous clashes occurring between rival armed groups. Tensions between the regional authorities of "Puntland" and "Somaliland" also continued. "Puntland" has become increasingly unstable as a result of several violent incidents, including assassinations. Efforts by the "Puntland" authorities to improve security suffered a setback when a senior judge and a member of Parliament were assassinated on the same day by unknown gunmen. The judge was known for having handed down strong sentences for Al-Shabaab members, human traffickers and pirates.

20. In Kismayo, fighting continued between Al-Shabaab and Hizbul Islam over control of the region. A series of targeted assassinations carried out by the two rival groups claimed the lives of several senior Hizbul Islam and Al-Shabaab members. Those assassinations appear to have triggered the re-emergence of clan-based warlordism oriented towards economic gain, rather than ideology or strategy.

## C. Piracy

21. On 13 November 2009, I submitted my report (S/2009/590) on piracy and armed robbery off the coast of Somalia and on the implementation of resolution 1846 (2008). On 30 November, the Security Council adopted resolution 1897 (2009), which, inter alia, renewed for a period of 12 months the authorization given to States and regional organizations cooperating with the Transitional Federal Government to repress acts of piracy and armed robbery off the coast of Somalia.

22. Meetings of working groups 1 and 2 of the Contact Group on Piracy off the Coast of Somalia were held from 16 to 17 November and from 26 to 27 November, respectively. Working group 1 undertook an important needs assessment in order to develop a framework of regional counter-piracy capacity. The United Nations Secretariat, in close coordination with the International Maritime Organization, stands ready to provide support to the Contact Group in implementing selected projects.

23. With the passing of the monsoon season, pirates have resumed their attacks on ships at sea. While no hijacking attacks have been successful in the Gulf of Aden since July, pirates now attack ships, some as far away as 1,000 nautical miles off the coast of Somalia in the Indian Ocean, and have generally become sophisticated in their operations. On 17 November, the ministers for foreign affairs and defence of the European Union extended for one additional year the Union's Operation Atalanta to counter piracy in the Indian Ocean. The deployment of warships by the North Atlantic Treaty Organization and Operation Atalanta, together with initiatives implemented by individual countries such as China, Japan, the Islamic Republic of Iran, the Republic of Korea and the Russian Federation continued to have a positive impact. The international maritime presence off the Somali coast has made it more costly for pirates to operate in that area.

## D. Humanitarian situation

24. The humanitarian situation in Somalia remains dire. In addition, according to a report issued in October by the Famine Early Warning Systems Network, the food security situation will not improve before March 2010, and the impact of the current drought will continue to be felt. More than 3.6 million Somalis, or nearly 50 per cent of the total population, will continue to require humanitarian assistance or livelihood support into 2010. The presence of hard-line Al-Shabaab elements, hostile to humanitarian organizations, has resulted in a further shrinking of humanitarian space. Inflammatory statements against relief organizations suspected of tainting Islamic practices, threats against humanitarian staff, explicit rejection of foreign food aid and demands for "registration fees" have all worsened, restricting the ability of humanitarian agencies to respond to needs. Nevertheless, efforts to maintain the provision of services are being strengthened to sustain critical food aid operations in southern and central Somalia and to prevent large-scale population movements. Humanitarian assistance for Mogadishu, Afgooye and critical drought-stricken regions in southern and central Somalia will be prioritized. Mogadishu and Afgooye host some 400,000 and 460,000 internally displaced people, respectively, along with other beneficiaries.

25. Access to the affected population continues to challenge the ability of humanitarian agencies to respond, and the humanitarian space is being further decreased by repeated attacks on aid workers. By November, the total number of internally displaced persons in Somalia had reached 1.55 million, 93 per cent of whom were concentrated in the southern and central areas, including 524,000 in the Afgooye corridor. This displacement trend is expected to continue into 2010. During the visit of my Representative on the human rights of internally displaced persons, Walter Kälin, to Somalia from 14 to 21 October, he raised concerns about the limited support provided to internally displaced persons, and called on all actors to provide humanitarian access, to ensure the safety of humanitarian workers and to support the already limited delivery of urgently needed humanitarian aid.

26. Despite the fact that humanitarian needs have increased in 2009, there has been a significant drop in humanitarian funding. At the end of November, the 2009 Somalia consolidated appeals process was 60 per cent funded, with $512 million having been received out of the $851 million required. The slow release of new funding and the overall reduction in total funding have had a direct impact on humanitarian action in Somalia. The curtailment of the water, sanitation and health programmes across the country has led to an increased risk of acute watery diarrhoea. Low funding levels and pipeline breaks have resulted in reduced or postponed rations and have required a reprioritization of lifesaving interventions.

27. The Central Emergency Response Fund assisted in maintaining basic humanitarian activities in the face of reduced funding. By October, the Fund had allocated $27.3 million to seven United Nations agencies for lifesaving programmes, as well as for vital air services for the humanitarian community, including the rehabilitation of essential airstrips. The locally administered emergency pooled fund for Somalia, the Humanitarian Response Fund, had allocated $8.6 million for 42 projects by 1 November.

## E. Human rights and protection of civilians

28. Armed groups, including Al-Shabaab, continued to attack the Transitional Federal Government and AMISOM from areas frequented by civilians. The urban nature of the conflict and the frequent failure by all parties to restrict the fighting to clearly identified military targets inevitably placed civilians at great risk in the affected areas.

29. Incidents reported by displaced persons and refugees included rape, looting and beatings during flight. Particularly disturbing were increasing reports of gender-based violence in settlements for the internally displaced, particularly in "Puntland" and "Somaliland".

30. Al-Shabaab and other armed groups continued to violate women's rights in southern and central Somalia. Women faced arbitrary detention, restriction of movement and other forms of abuse for failure to obey orders, including non-observance of the dress code. The rising pattern of inhuman and degrading treatment, including stoning, amputations, floggings and corporal punishment, is of the utmost concern. Somalis in areas controlled by insurgents are reportedly tried in "courts" established by Al-Shabaab, without due-process guarantees and on the basis of Al-Shabaab's interpretation of sharia law. In November, two women who had been found guilty of adultery by Al-Shabaab courts were stoned to death in Wajid and a man was stoned to death in Merka for rape.

31. Additionally, journalists were repeatedly subjected to threats and short-term arbitrary detentions, particularly in Baidoa and Kismayo. In 2009, nine journalists were murdered, in Mogadishu, Afgooye and Beledweyne. These abuses resulted in the closure of Radio Warsan, Jubba Radio and another radio station in Baidoa and caused many journalists to flee to Kenya, Uganda and Djibouti.

32. Hundreds of children have been wounded, killed or maimed as a direct result of the conflict. The Somalia protection monitoring network has verified reports that at least 350 children have been wounded and 175 killed by the conflict. In southern and central Somalia, there is evidence that children are being exposed to recruitment into armed forces by all parties to the conflict.

33. On 2 October, following a presentation to the Human Rights Council by the Independent Expert on the situation of human rights in Somalia, the Council adopted its resolution 12/26, which called on all parties to refrain from all forms of violence against the civilian population and to prevent and end abuses. It also urged increased technical assistance to help prevent violations and abuse.

34. In an unprecedented move, the Council of Ministers of the Transitional Federal Government announced its intention to ratify the Convention on the Rights of the Child and agreed to set up a committee to look into harmonizing its provisions with national legislation and sharia law. Somalia is already party to four other international human rights treaties.

35. The Office of the High Commissioner for Human Rights and the United Nations Political Office for Somalia (UNPOS) are engaged in discussions with the Transitional Federal Government on the implementation of the technical cooperation framework referred to in my previous report. This includes assessing options for the development of documentation and mapping, in accordance with article 9 of the Djibouti Agreement.

# III. Resource mobilization

36. The Departments of Political Affairs and Field Support convened a meeting of key donor countries in New York on 9 October 2009 to follow up on the status of the disbursement of confirmed pledges. Contributing donor countries recognized the urgent need to disburse outstanding pledges and agreed to coordinate the training of the security forces through the Joint Security Committee. The European Commission announced that it had reached an agreement with the African Union on the latter's budget, with the first batch of funds expected to be released by December 2009, following the signing of a contribution agreement.

37. As at 30 November 2009, total fulfilled pledges had increased from $69.8 million to $77.7 million, thanks to disbursements made by the Philippines, Norway, Denmark and the European Commission. Thus, 39 per cent of confirmed pledges have now been received, and outstanding pledges stand at $121 million, out of $198.7 million in confirmed pledges. Of these, the United Nations Trust Fund for the Somali security institutions has received approximately $851,000 and the Trust Fund for AMISOM has received $25 million. Additionally, some $3 million has been disbursed directly by donors to the Transitional Federal Government, while the African Union has received a total of $16.6 million bilaterally.

38. During the reporting period, the United Nations Development Programme (UNDP) continued to engage with donors on acceptable arrangements for the payment of stipends, including 15 months' worth of arrears, to 2,500 trained and certified civilian police. By November, the European Commission had released approximately €4 million of the €13 million pledged for the UNDP Rule of Law and Security Programme. Payment of arrears for the police commenced on 5 December 2009 and then was temporarily suspended for operational reasons at the request of the Government. It is anticipated that payment will resume before 31 December.

39. By July 2009, the United Nations had mobilized $117 million for recovery and development activities across Somalia. Of this amount, $61 million was earmarked for southern and central Somalia, with $32 million earmarked for "Somaliland" and $25 million for "Puntland". On 3 December, the Somalia 2010 consolidated appeals process was launched in Nairobi for a total of $689 million to meet the most urgent humanitarian needs, notably lifesaving activities, livelihood support, a minimum package of basic services and the protection of the most vulnerable Somalis.

# IV. Implementation of resolution 1872 (2009)

## A. Update on implementation of the incremental approach

40. The United Nations continues to pursue the mandated activities outlined in Security Council resolution 1872 (2009), constituting a three-phased incremental approach implemented through AMISOM and international, national and local partners. At the end of November, critical humanitarian and other United Nations programmes continued in most regions of Somalia, with 775 national and 57 international staff deployed throughout the country, including in "Puntland" and "Somaliland".

41. Despite difficult security conditions, frequent visits to Mogadishu were made to enable United Nations staff to monitor ongoing operations and provide support to the Transitional Federal Government and AMISOM. During the reporting period, senior staff from UNPOS, the United Nations Support Office for AMISOM (UNSOA), the United Nations Mine Action Service (UNMAS), the Department of Safety and Security and United Nations funds, agencies and programmes made 17 visits to Mogadishu in the pursuit of mandated activities. These visits assisted the process of policymaking and planning being carried out by the Transitional Federal Government for the remainder of the transition. The visits also enabled UNSOA to better plan its support to enhance AMISOM capabilities and to create a more favourable environment for the deployment of additional AMISOM troops. In addition to efforts under way to improve living conditions, perimeter security and infrastructure for AMISOM, UNSOA is providing life support and installing critical communications, transport and engineering equipment.

42. In parallel, the United Nations continues to develop plans for an expansion of its physical presence in Mogadishu. Initially, the second phase of the incremental approach in Mogadishu will be implemented through the deployment of international staff on mission status for limited periods, on the basis of programme priorities. In this respect, my Special Representative and the President of Somalia discussed contingency plans for the deployment of both national and international staff in Mogadishu, Baidoa and Kismayo. In the meantime, UNPOS will continue to carry out short visits to Mogadishu, pending a stabilization of the security situation.

43. On 9 October, the Under-Secretary-General for Safety and Security, Gregory Starr, visited Mogadishu and reviewed security options for the enhanced United Nations "light footprint". He met with representatives of AMISOM and the Transitional Federal Government, including Prime Minister Sharmarke, and visited key locations in Mogadishu. The Under-Secretary-General advised that, while the security operating environment in Mogadishu is challenging, there is scope to create facilities in Mogadishu that would allow United Nations international staff to spend significantly more time in the Somali capital with a relatively high degree of security assurance. Planning for a permanent United Nations presence is now being taken forward on the basis of those findings. The Government would welcome such a presence and considers it critical for stabilization, for supporting the functioning of public institutions and for improving humanitarian access.

44. The focus of UNPOS is to strengthen its presence in "Somaliland" and "Puntland". I expect that presence to contribute significantly to the process of stabilization at the national level, to reduce the tension among the Transitional Federal Government, "Somaliland" and "Puntland" and to strengthen the process of defining Somalia's political future through the constitution-building process. The presence of UNPOS will also invariably help to advance solutions to other local challenges, including the stabilization process and the territorial dispute between "Somaliland" and "Puntland" over Sool and Sanaag regions. Additionally, close cooperation between UNPOS and the authorities in "Puntland" will aid the implementation of the Djibouti Agreement and address the root causes of piracy on land. UNPOS will also be better placed to coordinate and harmonize the planning of an international conference on recovery and development at the national level.

## B. Strengthening the political process

45. During the reporting period, my Special Representative maintained close contact with States members of the Intergovernmental Authority on Development (IGAD), the African Union Commission and other regional leaders, seeking political support for the implementation of the Djibouti Agreement. He also intensified contacts with representatives of the Somali diaspora in Europe and the United States. From 1 to 5 December, he visited Tokyo at the invitation of the Government of Japan. Discussions focused on the best way in which to assist the Transitional Federal Government and to improve stability throughout the Horn of Africa. These advocacy efforts seek to refocus the international community's efforts on supporting the Government in order to consolidate security, stability and the establishment of minimum governance institutions.

46. The High-level Committee was officially re-launched in Nairobi on 23 October, in a new format bringing together the Transitional Federal Government and the international community. The expanded membership of the Committee includes UNPOS, AMISOM, representatives of troop-contributing countries and other members of the international community. Prime Minister Sharmarke and Under-Secretary-General Pascoe co-chaired the meeting, at which participants discussed the launch of a new approach in Somalia's partnership with the international community in such areas as security, governance, justice and reconciliation, and humanitarian assistance. The Committee, expected to convene monthly, will address tangible areas of cooperation between the Government and the international community and will prioritize the transitional tasks assigned to the Government.

47. On 2 November 2009, a regular consultative meeting among the African Union, AMISOM troop-contributing countries, the Transitional Federal Government and partners took place in Addis Ababa. Participants noted the lack of significant progress in the political situation in Somalia. They urged the Government to consolidate and extend its authority, especially by developing the Somali security institutions and formulating an effective public strategy. The Government's Minister of Defence emphasized that resource shortages and the non-payment of stipends to the security forces were major obstacles to expanding the Government's territorial control.

48. The outgoing Special Representative of the Chairperson of the African Union Commission for Somalia, Mr. Nicolas Bwakira, reiterated that the mandate of AMISOM was robust and flexible enough to enable it to function effectively and that only the rules of engagement needed revision. The non-payment of troop allowances to AMISOM troops, the arrears in death compensation and the lack of progress in reimbursing contingent-owned equipment remained problematic. Participants encouraged donors to lift the caveats preventing reimbursement for the most costly categories of such equipment and recommended that alternative funding sources be sought. In addition, the need to bolster AMISOM strength in terms of troops and equipment and to develop its air and naval capacity was emphasized. Mr. Bwakira was succeeded by Boubacar Diarra on 1 December.

## C. Progress towards full deployment and strengthening of AMISOM

49. AMISOM has continued to play a significant and commendable role in carrying out its mandate, despite serious challenges. Nevertheless, the Mission continues to be constrained by a variety of pressures, especially with regard to force generation and the provision of equipment. Since my previous report, there has been no change in the deployed strength of AMISOM, which remains at around six battalions, or 65 per cent of its mandated strength. The planned deployment of one additional battalion each from Uganda and Burundi, together with 400 troops from Djibouti, has been delayed by logistics constraints. Meanwhile, the African Union has requested additional specialist assistance in the medical, engineering and military police areas.

50. The United Nations planning team in Addis Ababa continued to provide planning and operational support to African Union headquarters with respect to the AMISOM deployment, including preparations for the deployment of three additional battalions and 22 military staff officers from eight African States. It is also proactively assisting the Peace Support Operations Division and the strategic planning and management unit. The Department of Peacekeeping Operations continued to support the African Union in developing alternative contingency plans.

51. The irregular payment of troop allowances and the lack of reimbursement funds for the most costly categories of military equipment have become sources of concern and frustration for the two troop-contributing countries, Burundi and Uganda. Those challenges could have an adverse impact on the ability of the African Union to generate additional troops in order to bring AMISOM to its full mandated strength. Moreover, the Mission may soon require certain specialized military capabilities and enabling units in order to enhance its operational effectiveness and improve the security situation.

52. Although the AMISOM police component was evacuated from Mogadishu following the 17 September 2009 suicide attack on Mission headquarters, the unit continued predeployment training for 61 African Union police in Ghana and Kenya for a possible deployment to Mogadishu, security conditions permitting.

53. UNSOA continued to provide AMISOM with the logistical support package, including rations, fresh food, medical supplies and fuel. As a result of the suicide attacks against Mission headquarters in Mogadishu, the Office has placed priority on support for enhanced security measures, including camp perimeter fencing, improved access control and the protection of vital installations. Contracts have been established for the construction of the new AMISOM Force headquarters and a level II hospital, in accordance with Department of Safety and Security standards. This will provide a secure environment for AMISOM civilian, military and police personnel, as well as for co-located UNSOA and UNPOS staff. The facilities will be partially available for use by March 2010. The United Nations medical evacuation and hospital services in Nairobi are now operational, and supplementary medical equipment has been installed in the Mission's field hospital in Mogadishu. United Nations satellite communications are being installed at African Union headquarters, which will permit video teleconferencing and telephony with the AMISOM headquarters in Nairobi and Mogadishu.

54. The current situation on the ground and unfavourable media coverage of events in Somalia present AMISOM with a significant communications challenge.

As part of its logistical support package, UNSOA is supporting the Mission in the implementation of its communication strategy through public information support operations, including the establishment of a radio station with the capacity to provide national coverage broadcasts through short wave and FM, seeking to commence operations in December. The United Nations planning team is supporting AMISOM in the development of printed and online media messages, aimed at the Somali diaspora and citizens, as well as at current and potential partners, to promote understanding of the progress made and related opportunities.

55. UNSOA sea and air operations between Mombasa and Mogadishu are fully operational, employing third-party contractors. Resupply is carried out mainly through sea shipments, with the European Union Naval Force Somalia and Operation Atalanta providing essential naval escorts to and from Mogadishu. Inshore escort operations continue to be provided by the small maritime detachment within AMISOM. However, general deterioration of the small boats used together with rough sea conditions along the Mogadishu coast limits the effectiveness of the security patrols. Consequently, UNSOA has initiated the procurement of additional maritime patrol boats for AMISOM to enhance capabilities in high seas and to permit security operations at a greater radius from the Mogadishu port, including air traffic approaches to the airport.

56. The security situation in Mogadishu will continue to affect the delivery of key aspects of the United Nations support package for AMISOM. At its current strength, and given the urban nature of the conflict, the Mission is unable to secure an area wide enough to prevent the mortaring of Mogadishu airport and seaport. Resupply lines by sea from Mombasa have been a target for insurgent attacks. Following the implementation of return escorts conducted by Operation Atalanta and other operations at the port, no incidents were reported. Nevertheless, the Mogadishu port remains highly vulnerable to insurgent and pirate attacks, and at present the Transitional Federal Government and AMISOM possess very limited maritime capabilities to defend it.

57. On 19 October, the United Nations began a six-week explosive ordnance device training course for 16 AMISOM troops from the Ugandan contingent. A similar course is planned for Burundian forces. Following a conference held in Nairobi on 5 October, policy and technical working groups were established to coordinate international support for AMISOM in the area of explosives management. The establishment of a permanent explosive ordnance device command and training facility has been delayed following the 17 September attack, and the expected completion date is March 2010. In the meantime, a temporary facility to accommodate 20 staff will become operational in December 2009.

## D. Strengthening of the Somali security institutions

58. While working towards the preparation of a national security strategy in accordance with resolution 1872 (2009), the United Nations has continued to assist the Transitional Federal Government in developing its national security institutions. Progress was made during the reporting period on assessments and on identifying priorities of the institutions related to the military, police, intelligence, justice, corrections and finance areas.

**Policy and coordination**

59. The main objective in developing Somalia's security sector institutions is to maintain and enhance security within Mogadishu so that the Transitional Federal Government can become fully operational. The existence of the Joint Security Committee and its technical working groups is essential for the implementation of a comprehensive approach, including the formulation and updating of security policy, national-level doctrine and plans, and for the strengthening of the various security sector institutions, including those in "Somaliland" and "Puntland". Capacity-building activities will include management training on the development of the security sector architecture and assistance with the formulation of defence policies and with the revision of policies and regulations governing the conduct of the armed forces and the police. Plans are also under way for "lessons-learned" visits to two African countries that have experienced civil war and have since reconstructed their institutions.

60. A security sector assessment mission, jointly led by UNPOS and the United States, with members from the European Union, the African Union and the Transitional Federal Government, has just completed its assessment of the Somali security sector. The mission engaged in consultations with high-level Government officials, the European Commission, the African Union and AMISOM. In addition, the mission organized a brainstorming workshop on the way forward that brought together technical experts and advisers from the Government, the United Nations, the African Union, AMISOM and other members of the international community, including IGAD. The assessment will assist in the development of programmes related to the military, the police, intelligence, justice and corrections and financial mechanisms through the Joint Security Committee.

61. The Joint Security Committee held two meetings in its revised format, on 12 October and 9 December, focusing on the development of a common curriculum and operational doctrine for military training to enable the Transitional Federal Government to provide training in Somalia. The goal of the Committee is to organize trained troops into a unified force with a clear, transparent and accountable command-and-control structure. The Committee continues to coordinate with the Government, AMISOM and UNSOA, as well as with the wider international community and bilateral donors, on military and police training matters.

**Military**

62. As the Transitional Federal Government seeks to build its operational military capacity to address immediate security threats, it continues to work on longer-term plans for the development of the National Security Forces. AMISOM continues to assist the Government with the reorganization of its forces into fighting units able to operate in accordance with the laws of combat. However, the payment, equipping and reintegration of Government troops after training remain serious challenges.

63. A number of training activities have been carried out under bilateral arrangements between the Transitional Federal Government and Member States. France and Djibouti facilitated the basic training in Djibouti of 450 and 150 Government soldiers, respectively, from September to November 2009. The soldiers who have returned to Mogadishu from Djibouti are undertaking, prior to deployment, a harmonized four-week reintegration programme conducted by AMISOM. It is expected that the recent return of 160 freshly trained Government

military forces will have a positive, if limited, impact on security in Mogadishu and other areas where they have been deployed.

64. Meanwhile, France has begun to train a second tranche of 350 recruits in Djibouti, while Sudan has commenced the training of 120 close-protection personnel. The United States continues to provide funding and logistic support to the Transitional Federal Government, with 750 soldiers and 30 officers undergoing a nine-month intensive training course in Kampala, Uganda. Turkey, Yemen and Algeria have been involved in airlifting troops to and from training locations and in providing equipment. The Council of Ministers of the European Union has approved a crisis management concept regarding a possible European Security and Defence Policy mission to support the training of Government security forces. When European Union planning for the delivery of training is implemented, EU trainers are expected to follow the harmonized and approved curriculums.

**Police**

65. The training of new recruits for the Somali Police Force continued, despite adverse security conditions. In November, 150 recruits from "Puntland" and 450 from southern and central Somalia graduated from the Armo Police Academy in "Puntland". The training, conducted by Somali police instructors trained by UNDP, followed a commonly agreed curriculum approved by the Transitional Federal Government. The Somali Police Force currently stands at 5,000 strong. UNDP is in the process of relocating training from Mogadishu to the Armo Police Academy, involving 450 new Somali police cadet officers. A decision on the participation of AMISOM police in the training of the Somali Police Force recruits in Mogadishu would be informed by the pending review of the security situation in Mogadishu.

66. The effective deployment of the Somali Police Force following training will require substantial additional support, including the rehabilitation of police stations, the provision of equipment, sustainable arrangements for the payment of stipends, and professional support, including ongoing mentoring. With regard to stipends, UNDP facilitated two rounds of pilot payments, in February and June, through the stipend monitoring committee. This included civil servants from the Prime Minister's Office, the Central Bank, the ministries of Finance and Internal Affairs and the Somali Police Force. In total, 1,816 beneficiaries were paid in June, while 753 eligible officers were not positively identified during the payment period. During the reporting period, UNDP received 10,000 uniforms for distribution to the Somali Police Force; however, in the absence of international police monitors in Mogadishu to ensure that the uniforms would be distributed to authorized recipients, the distribution was temporarily suspended.

**Justice and corrections**

67. During the reporting period, the United Nations country team expanded the provision of legal aid both in "Somaliland" and in "Puntland". In southern and central Somalia, UNDP continued to support the provision of such aid by civil society, including in Mogadishu through two women's organizations.

68. In southern and central Somalia, the Transitional Federal Government established a military court to prosecute violations committed by its own soldiers, in which several soldiers were reportedly sentenced to death after having been found guilty of murder. In accordance with Somali law, those convicted by a military court

have the right to appeal to the Supreme Court on certain grounds, once the Court becomes operational.

69. On 11 September, mortar attacks directed by insurgents at Mogadishu seaport landed at Mogadishu prison, killing four members of the custodial corps and injuring 13 others. In November, senior officers from Mogadishu's custodial corps travelled to Uganda for training and to strengthen links between the prison services of Somalia and Uganda.

**DDR and community security**

70. Since my previous report, UNDP has begun its armed violence reduction project, which will support civil society and local government authorities in forming local safety committees and assist peacebuilding activities through referrals and dialogue centres across Somalia. The project will employ ex-combatants in labour-intensive projects selected by the community, while developing a pool of trained and pre-screened candidates for inclusion in the security forces and the prisons service, in parts of "Puntland" and "Somaliland" and in six Government-controlled districts in Mogadishu.

71. A workshop on community safety held from 21 to 25 November in Uganda brought together ministers from both "Somaliland" and "Puntland". The community safety mechanism was endorsed, and agreement was reached on Government-civil society coordination. The ministers also exchanged information regarding assessments and experiences in the development of legislation concerning small arms control and victim assistance.

72. Although the preconditions for the implementation of wider disarmament, demobilization and reintegration are still not in place, the appointment in September 2009 of a minister for disarmament, demobilization and reintegration represents a first step in establishing the national institutional framework required for coordination. To that end, from 17 to 18 November, UNPOS and UNDP, with the assistance of the Department of Peacekeeping Operations, conducted a brainstorming workshop with the new ministry and partners, at which the Transitional Federal Government agreed that a community-based reintegration mechanism under the framework of armed-violence reduction should be explored.

## E. Humanitarian, recovery and development activities

73. In October, limited resources and a partial breakdown of the food pipeline, coupled with limited access, forced WFP to reduce rations and to increase targeting to the most food-insecure beneficiaries. As a result, only 16,310 tons of assorted food commodities were distributed to 1.7 million beneficiaries, out of the 3.1 million people in need of assistance. The food aid cluster urgently requires 170,000 tons of food, valued at $154 million, in order to continue to provide assistance to vulnerable Somalis through April 2010. Should the funding situation not improve, the potential impact of a halt in food distribution on the malnutrition rates of internally displaced persons and refugees would undoubtedly be significant.

74. Early in December 2009, 150,000 acutely malnourished children were receiving nutritional treatment and more than 132,000 children between 6 and 36 months old were receiving nutritional supplements to prevent acute malnutrition.

Thus far in 2009, there have been more than 89,000 new schoolchildren, 49 per cent of them girls, enrolled in southern and central Somalia and "Puntland", while more than 908,000 people continue to be provided with safe water.

75. In October, the second round of Child Health Days, a nationwide campaign promoting child survival, reached more than 363,000 children under five years of age and 224,000 women of childbearing age in "Somaliland". To date, 1 million children under five and more than 800,000 women of childbearing age have received this high-impact health services package, including, for the first time, an estimated 46,000 children and 37,000 women in Afgooye corridor and some 92,000 children and 95,000 women in six districts in Mogadishu.

76. Following discussions in September with the Transitional Federal Government on Somalia's peace consolidation priorities, the United Nations has been providing assistance in key areas identified by the Government, including job creation, social services, transitional tasks and the rehabilitation of infrastructure. Since October, the Organization has supported employment generation in Banadir, Bakool and Middle Juba regions, where more than 4,600 unskilled and skilled workers (of whom 30 per cent are women and 20 per cent are internally displaced persons) are engaged in short-term employment. The United Nations has rehabilitated milk and vegetable markets and is constructing a community centre in Jowhar for the production of appropriate building materials and for training. It has also built 183 settlements for internally displaced persons in Garowe and 167 in Hargeisa, and has completed more than 200 new homes in Bossaso for the internally displaced. However, as a result of the security situation, gaining access to the project areas remains challenging.

77. During the reporting period, United Nations integrated support for rural livelihoods included the distribution of more than 150 tons of sesame seed in eight districts, in Middle and Lower Shabelle and Middle Juba, reaching approximately 25,000 farmers, with an overall expected income of $6 million. In Middle and Lower Shabelle, the rehabilitation of canals and the distribution of vegetable kits benefited 6,000 farmers, while five labour-intensive schemes in Middle and Lower Shabelle benefited approximately 10,500 urban and rural poor. In November, the United Nations began a massive livestock vaccination and treatment campaign in Sool, Sanag, Mudug, Galgaduud and Hiran regions. The campaign is aimed at improving the health conditions of more than 1.1 million animals after a period of prolonged drought and is expected to provide emergency livelihood support to approximately 280,000 pastoralists.

78. In order to reduce the danger posed by mines to the civilian population in southern and central Somalia, UNMAS trained mine-risk education facilitators, who continue to provide education to mine-affected communities, herders and internally displaced persons. Additionally, UNMAS continued to map mine contamination throughout southern and central Somalia, with 70 casualties recorded in 2009. In "Puntland" and "Somaliland", UNDP continues to support the mine action centres, together with seven police explosive ordnance disposal teams. Mine action is being steadily integrated into the UNDP armed-violence reduction and community safety framework.

# V. Observations and recommendations

79. The Transitional Federal Government is making progress in some critical areas. Despite the challenging environment and incessant attacks on the Government, the implementation of the Djibouti Agreement generally remains on track. The Somali leadership has demonstrated its commitment to ensuring the success of the peace process, notably by relocating its federal institutions to Mogadishu. However, the persistent attempts to overthrow the Government through violent means and targeted assassinations should remind the international community of the precariousness of the situation. A targeted and coordinated effort between the Transitional Federal Government and the international community is required in 2010 in order to generate the necessary political and security conditions for the successful completion of the transition by 2011. I encourage the Government and the international community to maintain the momentum.

80. I encourage the Transitional Federal Government to maintain its commitment to dialogue and to continuously reach out for reconciliation to secure lasting peace. I further urge the Government to consolidate and cement existing agreements and alliances with Somali partners inside the country. I call upon all Somalis outside the peace process to renounce violence and to join in the search for peace and reconciliation, and I urge national and international support for this process. I strongly condemn the terrorist attack of 3 December. Once again, I wish to express my sincere condolences to the families of those killed and my sympathy to those wounded.

81. Further progress in promoting peace requires greater capacity on the part of the Transitional Federal Government to consolidate its authority, restore the economy and deliver basic services. The Government must demonstrate further commitment to that end. While it has adopted a budget and improved measures to enhance domestic revenue, it remains largely dependent on external assistance. The Government will require strong, predictable assistance in order to achieve this goal and to implement a consensual constitution-drafting process. To date, the Government has received a minuscule percentage of the confirmed pledges made in Brussels. I appeal to Member States to urgently release their pledged contributions to the Transitional Federal Government. Even a little help can make a significant difference in the lives of the Somalis.

82. The African Union, IGAD and AMISOM troop-contributing countries continue to play a critical role in stabilizing Somalia. I salute the courage of those partners and urge them to stay the course. In particular, I pay tribute to AMISOM, which continues to play an essential role in a challenging environment. The Mission's current mandate ends in January 2010. I invite the Security Council to renew its authorization for the deployment of AMISOM, subject to the decision of the African Union Peace and Security Council. I call on the international community to provide more reliable and timely resources to the Mission. The United Nations will continue to provide AMISOM and the African Union headquarters with the mandated support. I call upon the international community to actively support AMISOM. I also wish to express my deep appreciation to the outgoing Special Representative of the Chairperson of the African Union Commission for Somalia, Mr. Nicolas Bwakira, for the completion of a successful tour of duty.

83. Somalia needs to deliver its own security, and its security institutions must be developed into professional entities. This is the cornerstone of the stabilization strategy for Somalia, the purpose of which is to establish the rule of law. The training of professional security forces is a crucial element in the implementation of the Djibouti Agreement. I encourage all donors to closely coordinate with the Joint Security Committee and UNPOS in harmonizing training initiatives. I strongly urge all partners to urgently consider the provision of adequate and regular resources for the sustenance of trained recruits.

84. I am deeply concerned by the significant decline in humanitarian funding in 2009, as well as by delays and imbalances between sectors. Without immediate donor funding, the United Nations and its partners will be unable to finish planned work in 2009 and lifesaving activities in 2010 will be delayed. The consolidated appeals process for Somalia seeks $700 million to address humanitarian needs in 2010, which amounts to a 17 per cent reduction in requirements as compared with 2009. Without those funds, the United Nations will be unable to meet the urgent needs of 3.6 million Somalis, which could provoke cross-border population movements.

85. I remain deeply concerned at the fact that civilians continue to bear the brunt of the conflict. It remains difficult for the courageous providers of humanitarian assistance to operate and assist the needy. I remind all combatants to respect the provisions of international humanitarian law and to provide unfettered humanitarian access to those in need. We should assist the Somalis to end impunity and to establish institutions for promoting and protecting human rights. I welcome the Government's announcement that it intends to ratify the Convention on the Rights of the Child and encourage it to do so as soon as possible.

86. The absence of opportunities for better livelihood and income generation has undoubtedly contributed to insecurity. The international community should strongly support Somalia in its efforts to recover from two decades of destruction by creating opportunities for employment and income generation. I encourage the international community to consider, inter alia, providing direct assistance to the Transitional Federal Government to enable it begin to address the people's basic needs. The United Nations, together with its partners, is working to organize an international conference to address the acute recovery and development needs of the country.

87. The three-phased incremental approach pursued by the United Nations, as outlined in my April 2009 report, remains valid. Planning for the United Nations "light footprint", while subject to delays owing to the security situation in Mogadishu, continues. I expect such a presence to significantly contribute to stabilization and to strengthen the political process, while a presence in "Somaliland" and "Puntland" will help to advance solutions to other local challenges, including the democratization process and the fight against piracy. The United Nations logistical support package for AMISOM has prioritized the implementation of enhanced security measures following the suicide attack on AMISOM headquarters carried out on 17 September 2009.

88. There is also a need for continued assistance to AMISOM and the Transitional Federal Government to mitigate the threat posed to both troops and civilians by explosive remnants of war and other explosive devices. I therefore recommend a continuation of the current strategy into 2010, with the same activities previously

mandated by the Security Council. I will keep this strategy under close review, and I propose to report back to the Security Council in April 2010.

89. The current mandate of UNPOS ends in December 2009. I invite the Security Council to reauthorize its mandated activities for the biennium 2010-2011. UNPOS will continue to provide good offices and political support for efforts to establish lasting peace and stability in Somalia through the implementation of the Djibouti Agreement, and to mobilize resources and support from the international community for the immediate recovery and long-term economic development of Somalia.

90. Finally, I would like to express my deep appreciation to my Special Representative and his Office for their continued commitment to the advancement of peace and reconciliation in Somalia. I also pay tribute to UNSOA and the United Nations country team, as well as to all other organizations and their staff members who operate in the country under challenging conditions. I call upon the Somalis and Member States to continue to lend their unwavering support and cooperation to my Special Representative.